



POLICY COMMITTEE

June 3, 2016
1:30 – 3:00 p.m.

Policy Committee Meeting Minutes June 3, 2016 Council Chambers #115

Attendance:

Policy Committee: Michelle Allen, Jack Baker, Andrew Cibor, Richard Martin, John Hamilton, Kent McDaniel, Kevin Tolloty, Joan Keeler, Ryan Cobine, Lisa Ridge, Jim Ude

Staff: Josh Desmond, Anna Dragovich, Emily Avers

Others: Larry Jacobs, Paul Satterly

- I. Call to Order: Introductions were made
- II. Approval of the Minutes
 - a. May 13, 2016:
Richard Martin moved for approval. Jim Ude seconded. Motion approved through unanimous voice vote.
- III. Communications from the Chair:
Kent McDaniel said at the last meeting I mentioned the active shooter workshop and Josh explained we were all invited to attend. I did attend one of the workshops and I thought it was an excellent presentation. It was very interesting and very worthwhile.
- IV. Reports from Officers and/or Committees
 - a. Citizens Advisory Committee: Joan Keeler said the CAC voted in favor of the Unified Work Program (UWP). We had Cierra Olivia Thomas-Williams as a guest speaker from the Indiana Coalition against Domestic Violence. She spoke about how social inclusion is a known protective factor against violence, especially in the disabled population, and how transportation can facilitate the ability of these people to participate and move around more freely and independently in the community. Bus shelters, benches, maintaining sidewalks, sidewalks that link people to bus stops, pedestrian crossings and routes to day programs and medical facilities are some of the practical things we should be aware of that have a major impact on their lives. The upshot of this was we should aim to keep ourselves aware of these needs and try to eliminate the barriers these people face every day to increase their safety, their freedom of mobility and their ability to live independent and productive lives.
 - b. Technical Advisory Committee: Andrew Cibor said the TAC met last month and the committee recommended approval of the UWP as staff proposed.
- V. Reports from the MPO Staff: None at this time.
- VI. Old Business: None at this time
- VII. New Business
 - a. Unified Planning Work Program FY 2017- 2018 Final Document*:

Josh Desmond presented. The only changes to the UWP were some editorial changes to make sure the language made sense. Sarah Ryterband pointed out some errors in the committee listings at the back of the document and those have been corrected.

We did discuss the MPO certification that happens every 4 years. As I mentioned last time INDOT is taking the lead on the certification of our MPO and for the other smaller MPOs in the state rather than Federal Highway. We had anticipated the process happening during our last Work Program but it did not. I did get a request from INDOT to schedule that before the end of this month. This will be a little different from what we've done in the past because INDOT is new to this process. We're awaiting further information about how they will structure the discussion and the key areas we need to make sure we're covering. We will let you know when the date is set and if you are needed for the conversation. We will report back to you as soon as possible with the results and how we're going to respond to those.

I'll leave it at that unless anyone has further questions about the document since the last meeting. It has already been noted the other two committees did vote in favor of approving the document. INDOT has reviewed the document and is comfortable with what we've got. None of the numbers or tasks have changed. It's just awaiting the formality of approval so we can submit it to INDOT and get our funding contract underway for the next fiscal year.

John Hamilton said I have a few questions to run through. On page 18 section 103 you reference staff training and education. Are there particular conferences that we try to go to and is there a target percentage of our budget that goes toward training? I've tried to move continuing education and training expenses up from below 0.5% in the overall City budget to at least approach 1%.

Desmond said there are two main conferences MPO staff attend every year. There is a statewide MPO conference where all the MPOs, INDOT, FHWA get together in the fall. We all attend Purdue Road School as well. It has a lot of relevant planning, funding, and road design discussions.

Hamilton said do you do any national conferences?

Desmond said some of us do attend national conferences that are not directly connected to MPO issues but where there are a lot of transportation discussions that go on. I go to the American Planning Association National Conference. Anna Dragovich is going to the Congress for the New Urbanism conferences in Detroit in a couple of weeks. We look for opportunities that seem to make sense. There are a lot of training opportunities FHWA provides and they'll bring staff from all over the country to Indianapolis to host training sessions for all the MPOs and DOT staff.

Hamilton said having a target for the amount of training is helpful. On the next page under public outreach. I know we're developing measures for a lot of things. Do we have anyway we measure the effectiveness of our public outreach?

Desmond said we don't have a data driven metric to show how many people we've met or things like that. It would be interesting to come up with something.

Hamilton said that's something to think about. On page 22 it shows the City of Bloomington performing 150 coverage counts and the Town of Ellettsville performing 80 coverage counts. That ratio seems high. What does that ratio reflect?

Desmond said they don't necessarily conduct all those in a given year. That's a target amount.

Kevin Tolloty said they haven't done 80 traffic counts.

Hamilton said how many did Bloomington do?

Desmond said I don't know the number off the top of my head but this is in the ballpark of what we try to do. We do local counts as well as HPMS which are a federal requirement.

Hamilton said on page 29 it references the City of Bloomington's 10 year pavement management plan. Is that done? Do we have a 10 year management plan?

Desmond said that's an ongoing pavement cycle upkeep that Public Works does to look ahead and see what the paving cycle would be and put together a plan. We support that via compensation for staff time to make sure that kind of planning is going on.

Hamilton said I want to see our payment management plan. On page 30 ITS architecture maintenance. It says "The MPO staff will maintain the established intelligent transportation system architecture. Estimated completion: As needed." What does that mean?

Desmond said if we come up with any required amendments during this period we'll do them. We do this only if an amendment is needed so we don't have a deadline for it.

Hamilton said how does the MTP relate to the Comprehensive Plan the City of Bloomington is going through? Do they connect?

Desmond said they're two separate documents and separate jurisdictions. What we try to do is to support and encourage local planning issues through the MTP, not develop a plan for transportation improvements that is contradictory to local comprehensive plans. We all know land use and transportation are intimately connected and we want to make sure they are work together and not against each other.

Hamilton said when will the Travel Demand Model be done?

Desmond said it's in the 90-95% completed stage. Right now we're trying to get the original consultant and the split off consultant together to give us the product.

Hamilton said do we have a copy of the 95% plan?

Desmond said we do and there are just some final tweaks that need to be made before we can implement it.

Hamilton said on page 38 on the bicycle and pedestrian coordination. These look like showing up at meetings, doing certain events. Is it a description of that process rather than any particular outcome?

Desmond said yes. It's an educational and promotional process. We want the MPO to be out there to promote bicycling and alternative forms of transportation through this element.

Hamilton said does the MPO evaluate the impact of that?

Desmond said we haven't formally evaluated if we've achieved what we set out to do. MPOs are being asked on the federal level to do performance based planning so it's something we can look at doing.

Hamilton said outreach is important, but it's for the purpose of something else. It's to accomplish something so finding out if we're effective at that would be useful. Page 39 the last item is a sidewalk project coordination report. I know the City is trying to develop an overall condition index for sidewalks and that's different. Is this about particular projects?

Desmond said this is a more general look at where sidewalks are and aren't and what we can do to deal with that. That could work with any local study. We wouldn't want to be redundant.

Richard Martin said on page 11 when you're talking about the object class budget by funding source you mention a FY 2017 cost allocation plan. What is that? Where does it come from?

Desmond said the cost allocation plan is something we're required to develop to receive our federal grant. The plan analyzes our budget and expenses versus the general cost to the department we're housed in. What results from that is 2 percentages we apply as a markup to the cost we request reimbursement for. We end up with a fringe rate and an indirect cost rate. They're both applied to any hours of salary charged for staff time. Those fluctuate over the years depending on salaries and budget expenses. We ended up this year with a total rate of those two combined of almost 100%. So for every \$1 in staff time we mark up to \$2 based on that percentage and then we request 80% reimbursement of that total through our federal grant.

Martin said what's included in the fringe rate to get so high?

Desmond said healthcare, paid time off, any health or wellness benefit the City pays to an employee is considered a fringe benefit in that calculation.

Martin said 80% is really high. Is this cost allocation plan something the federal government says you fill out and do the calculation?

Desmond said there's a general formula you have to follow to make sure you're justifying the percentages you end up with and then we submit it to INDOT for review and to sign off on.

Martin said there's nothing that shows me the object class by work element amounts. I can find object class expenditures, I can find work element expenditures but I can't see how they mesh.

Desmond said we've always done on the overall budget but in the table for the work element.

Martin said is this new?

Desmond said no, it's been part of the work program for a long time.

Martin said I think that would be helpful for us to understand the components of the work element. You get some idea of how much labor is, how much we're outsourcing. That also goes for the contract service agreements. Some of them are obvious, but some are not obvious at all. On page 24 is one of those contract service agreements. Each of the LPAs is doing traffic volume counting. Do we get a bill for that and pay under a contract service agreement?

Desmond said yes. They submit a quarterly bill documenting the work they've done and the amount they're requesting reimbursement for. After as we get our grant for the overall billing, we reimburse them.

Martin said infrastructure management systems, again on page 29. Are these deliverables the City produces that we pay them for? This relates to the 10 year pavement upkeep. Do we do the same for Monroe County and Ellettsville?

Desmond said yes. We pay for staff time in preparing their long term plans.

Martin said on page 34 you indicate that the MPO pays the annual TransCAD license fee. When we get the travel demand model is there a notion of how our LPAs could take advantage of that model by asking for scenarios to be run and there be a way for us to bill them for doing that?

Desmond said there is a way to accommodate some scenarios. Being able to run a scenario is a matter of complexity. We're not experts but we will be able to do basic things. I don't know if billing is necessary.

Martin on page 39 for bicycle and pedestrian counts you're talking about working pretty closely with the City of Bloomington Public Works Department. Can we get involved in this in Ellettsville and throughout the county? We have these bicycle and pedestrian networks established but I don't think anyone is doing counts on them.

Desmond said a lot of it is done on a volunteer basis. It is possible to help organize that in the County or Ellettsville.

Martin said are these also a CSA expense?

Desmond said no.

Martin said these are all just contributions. On page 41 Bloomington Transit collects operating data that's required for estimates in passenger miles and they report annual passenger miles data estimates to the Bloomington fixed route and demand response service. This is a report they produce that is transmitted to the MPO?

Desmond said it's not transmitted, but they have the data.

Martin said there's no bill for that because they're not a CSA?

Desmond said we do fund them for that staff time.

McDaniel said that data is used for mandatory reporting to the Federal Transit Administration.

Martin said on page 45 you mentioned the Coordinated Human Services Public Transportation Service Plan which was last updated in February of 2012. That was a significant update of the 2007 plan. When will we have another significant update due? Will that be done in Fiscal Year 18 or 19?

Desmond said we've been on a 5 year cycle. It may be due in FY '18 and we can amend that in to the second year when we do our update next spring.

Martin said how big an expense would that be?

Desmond said it's largely staff time. It's a matter of budgeting how much time we think it will take to do.

Martin said I wanted to get that on the radar. My last issue has to do with committee membership. The corrected CAC membership list has only 9 people serving. Is that enough people to be effective? There are a couple of neighborhoods involved but it doesn't seem to me it has enough participation to really function the way we expect. It is part of our outreach activities. If it's not being supported by the public, how can we engage more public activity? Is the way it's structured limiting people or is it not well enough known? What we can do to get more people involved? That a very important to provide input to the MPO but it's the smallest group of people.

McDaniel said the list on the City of Bloomington website has more people listed. Which is most accurate?

Desmond said this is the core group of people who have been attending over the last months. We've hit a lull in action because there have not been as many projects driving people to attend these meetings. We can do more outreach. In the past we've done letters to community organizations and neighborhoods extending an invitation to join.

Martin said we'd like it to be more than a place to complain about what we're already doing. We'd like it to be a place for them to come and talk about what we need to do in the future and have the presence to think about things in the 5 and 10 year increments that we're forced into.

Desmond said the biggest peak we had was with I69 where a lot of people were attending those meetings, so we had a very big voting group but that's trickled back out.

Baker said it ebbs and flows with the issues. If we have something like Fullerton Pike come up, we've got a roomful, but when that calms the attendance comes down. I don't know what the average at a meeting would be but it seems to me we usually have between 10 and 15 people. This list reflects those who are there all the time. We've talked about how to get people interested in the CAC for years. The way things tend to run people get interested when there's an issue that comes up and they come and complain but also give constructive criticism. I don't see this as a significant issue.

Keeler said as the newest member who came because of an issue and stuck around, my experience has been that people aren't aware all of this goes on. I think we should try to get the press involved to get a call out for people. Try to do more publicity outreach.

Martin said if people wait to show up when it becomes a known issue, they're too late in the process to have an effective input. They need to be there up front and early as well as consistently over a long period.

Keeler said the public needs to be encouraged as much as possible and I'm not sure how to do it. I've personally been going from door to door telling people about, for example, the new county plan. I've been telling people the government wants their input so they know what people want for their neighborhoods. It's not somebody out there calling the shots. We want to hear guidance.

Martin said I think that's a key part of the public outreach right there. The only other question I have is on your list of staff we're down a person for the Bicycle and Pedestrian Coordinator.

Desmond said we just hired someone internally. Beth Rosenbarger is the Zoning and Long Range Planner but her heart is really in transportation so she went through the process and we selected her to take that position. I will update that before I send it to INDOT for our final approval. She will be coming on board in the next few weeks.

Martin said are all these people 100% full time employees of the MPO?

Desmond said no. It fluctuates from staff member to staff member.

Lisa Ridge said John Collison needs to come off the list for the TAC. He retired. Paul Satterly will take his place. With the new asset management plans and the 5 year plans that INDOT requires now, can we not change the requirement in this to match that?

Desmond said we can do that. The time horizon is not of much consequence to us as long as it's produced consistently.

Ridge said we'll have to maintain it now as a 5 year plan to compete for some of the grant dollars. It would make sense to do the same plan for both programs.

Floor was opened for public comment. There was none.

**Martin moved to approve. Baker seconded. Motion approved through unanimous voice vote.

VIII. Communications from Committee Members (*non-agenda items*)

a. Topic Suggestions for Future Agendas

Martin said let's talk about public outreach again since have spot for it in our work program. How could we go about getting a group to really focus on that area? What do you suggest we might be able to do?

Desmond said we can do formal outreach to target certain organizations and encourage them to have a voice in transportation issues through the MPO. We've done that in the past. Getting out with the local press and putting out a press release to say we're looking for people to be involved could happen. Those have been our traditional avenues for reaching out to people. We've heard a lot in the TIP development process about having more transparency. I think we'd like to have a formal public meeting when we develop the TIP to get feedback on the projects that are under consideration in the various jurisdictions, what do you think about them, what would your priorities be. As we do that every couple of years we're touching base with the public to make sure they're aware of everything. That might pull some people in. We're always going to get issue based focus. Things like Fullerton Pike and I69 get a lot of attention. We'll start rolling out some public attention on our plan in the near future and that will get people back to focusing on MPO issues.

Keeler said the public is confused about who is in control of what. People in the county don't realize there is this organization that takes care of both city and county issues. They don't know who to go to or who to talk to when they have a general issue. I think it would be great if you had informational meetings in the schools. That would target specific areas and bring in lots of people at one time.

Martin said every week I see in the paper a map of where road projects are happening. It would be nice to have a map that shows the roads we're considering planning future projects for so people know we're looking at improvements in a specific location the near future and we need input now. I don't know how you'd format that.

Desmond said that would be part of our TIP development process to create the maps.

Ryan Cobine said something that's really common this is dealt with in meetings and that's not a natural way of approaching the information. People want to find out about what's going on in an area. So first they have to find out what the road name is and what agenda it might show under. There are a lot of hurdles you have to cross before you get to the information you're looking for. Increasing participation in the CAC is not just changing how information is presented but an organizational shift. There would need to be some curation of that information. That could be done through a person collecting information about a specific region and presenting it in a way that makes it easily accessible to people. Or this could be done through technology. That's not necessarily better but you could have a system where people could tag certain areas so they could get updates that way. This is a pervasive problem. It's not that people aren't interested. It's just really hard for them to find what they are interested in.

Baker said in the last meeting I brought up a couple ideas on this. I suggested once or twice a year doing something outside of the stricture of a meeting. Through the CAC/TAC we could

have workshops to give people a basic understanding of what the MPO does. It's arcane. It's difficult to understand. Even after years of serving on this board we have trouble remembering everything. The general public doesn't have much of a chance unless they get and stay involved. I think it's worth putting together workshops to explain how the MPO works and what all the different elements- the TIP, the MTP- are, something that is presented as simply as possible to get these points across and see if that increases participation. In the CAC it is endemic that people will ebb and flow as the issues come and go. A few of us will stay and stick. To build membership to another 5 or 10 people would be wonderful. I think bike and ped is something that could draw people in, too. These are dry issues. It's hard to get people interested unless it's right in front of their house. It's something should try but I don't think it will be easy. The CAC is very important. It's done a number of things- Complete Streets, getting a voting member on the Policy Committee.

Hamilton said how is the TAC is formed? Is membership appointed?

Desmond said we developed the membership as part of our operational bylaws adopted by the Policy Committee. It could be changed if an amendment is changed.

Hamilton said for the CAC the bylaws state you're a member if you show up?

Desmond said you are a voting member if you show up to three consecutive meetings.

Hamilton said anybody can show up? That's the only way you're a member?

Desmond said we don't have any formal appointments. It used to be that way but with the latest bylaws we changed it to the open concept.

Hamilton said I've never heard of a committee like that. If you want to have representative advice you have to go out and recruit people and make them responsible for it. How do you get off of it?

Desmond said it's at the discretion of the chair. If they feel you're not participating after 3 meetings, you're off. That's in our bylaws.

Hamilton asked if that was typical for MPOs.

Desmond said I'd never heard of something like this before we did it. There's not a lot of guidance about how to do it.

Hamilton said it's a curious way to form a group that is advising a formal group that has a lot of responsibility. It's interesting, but it's unusual. I think it might be worth thinking about. Personally, I would find it interesting to take some snap shots of the TIP to say here's what we wanted to do over the last 30 plus years and here's what came out of it. To show the impact of the plans overtime and how important they've been to the development of the transportation infrastructure and approach in the region. Part of this is educating the public about how it matters so they know how it directs the development of a lot of aspects of our community. That may be hard to do but knowing where we've come from and the impact of the MPO could be useful to convince people this is why they need to pay attention.

Martin said we're on our 3rd or 4th long range plan?

Desmond said I've been involved with the 2025, 2030, interim 2035 and the 2040 we're working on now. I'm sure there were plans before that. As long as there's been an MPO there has to have been a plan.

Martin said the City and the County would have had them. Maybe going back to see what the County or the City wanted to do could be interesting. It might not been too hard to put together.

Baker said the Mayor's suggestion is a good one. The historical perspective could be something to present in a biannual meeting to show not only what we've done but also how we get there. I also mentioned transparency in what the LPAs are required to do. We could require LPAs to hold public participation meetings early in their project design to explain what they're doing before they get too far. I'd like to suggest we discuss that possibility of requiring that rather than just asking that to be done.

Martin said that would be a research question to see if FHWA and INDOT would allow us to impose something like that on our LPAs.

Baker said could we ask staff to look into that?

Martin said most of them are doing it, especially on bigger projects. We'd have to think about what kind of context we'd want it done in, where in project planning we'd want it done.

Baker said it would be better to do earlier than later. Fullerton is an example of one that got to the public later and was a blow up. If we let people know earlier on in a project we will have more satisfaction in the process.

Martin said those of us who have seen it for 30 years on a County plan would not say we were doing it later.

Ridge said when you're dealing with federal money you have to have public hearings. With Fullerton Pike that process started in 2010. We do follow the public hearings we are required to have. We are having another public information meeting on Monday June 7 at 6. That one is not a requirement but we've been asked to do it, we want to do it to get some feedback about Phase II. We'd encourage anyone interested to come and provide some feedback and we'll see what modifications could possibly be done and go from there. A lot of times when you have the public hearing it's at the point where that project is going to go forward. At that point we heard just a lot of opposition, not people coming to make suggestions. I think the time in 2010 and 2011 could have been better spent to voice design questions than just opposition. That's where we lost a lot of time and that's where there's been a lot of disgruntlement with the Fullerton Pike project. We should have begun talks a long time ago about the design instead of just starting with the public hearing for NEPA. We want to clear it up to make the process more clear. It's a learning process for us.

Michelle Allen said overall if you're thinking about additional public involvement that's a good idea. We'll won't have any problems with the MPO saying before we fund projects we want to have this level of public involvement opportunities. We encourage as much public involvement as you want. I will say there's a lot of design work that goes into the environmental decision. There's a preliminary design to get to that point and once that decision is made it's really hard to change a project. You want to have public involvement before the NEPA process to have the most impact on the design. Public hearings are not required for every project, only certain impact levels, but if you said you wanted some public involvement meeting for every project, there's nothing to say you can't do that.

Dragovich said Cibor did great job with public outreach for the 4th and Rogers St project. He went above and beyond by immediately reacting when we started hearing grumblings. He and his crew tried really hard to work with the neighborhood to get that project done. Going forward I think our LPAs could reach out to him to see how they could mimic what he and his staff did. I agree with Martin about how we could do more outreach with our CAC but I want to mention our CAC in Bloomington is very special. There are some MPOs that don't have a

CAC or they meet only a couple times a year. So yes, we only have 9 members, but we're doing great compared to our peers.

Cibor said I think public involvement will be a part of the larger Complete Streets policy discussion. I do think there are opportunities for some refinements and to encourage additional involvement and I think earlier is preferred. I just want to caution us to be careful when we're talking about requiring it for all projects. It depends on the context and the type of projects, but we don't want a blanket requirement for all projects.

IX. Upcoming Meetings

- a. Technical Advisory Committee – June 22, 2016 at 10:00 a.m. (McCloskey Room)
- b. Citizens Advisory Committee – June 22, 2016 at 6:30 p.m. (McCloskey Room)
- c. Policy Committee – August 12, 2016 at 1:30 p.m. (Council Chambers)

Adjournment

**Action Requested / Public comment prior to vote (limited to five minutes per speaker)*